

DRAFT

Transportation Framework

Project Charter

January 2000

Project Team Members

Washington State Department of Transportation
County Road Administration Board
Washington Department of Natural Resources
Washington State Parks
Department of Information Services

Puget Sound Regional Council
Thurston Regional Planning Council

Snohomish County
Spokane County
Thurston County

US Geological Survey

In Cooperation with the IRICC Roads Committee

US Forest Service
US Environmental Protection Agency
US Bureau of Land Management
US Geological Survey
Oregon Department of Transportation
Oregon Department of Forestry

Washington Geographic Information Council
Washington Framework Management Group

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Transportation Framework Project Charter

1. Introduction

The purpose of this project charter is to describe the project to develop the Transportation Framework for the State of Washington. The charter defines the understandings between the project partners under which the project is to be managed.

2. Vision

The Washington State Transportation Framework is a seamless set of data that are consistent, connected, and continuous between segments of the transportation framework and with other framework layers. The transportation framework represents the best data available and includes mechanisms to improve over time. Framework data is accessible to the general public at the least cost with the least restrictions.

3. Background

The Washington Geographic Information Council (WAGIC) strategic plan calls for development of a geospatial framework to facilitate sharing of data and to enable cross jurisdictional analysis. Identified data themes include cadastral (property ownership), hydrography (surface waters), transportation, ortho-imagery (corrected aerial photographs), and topography (elevation) data sets.

Data components of the transportation framework may include line work, feature codes, attributes, and a linear referencing system (LRS). In addition to data, the framework will include development of the institutional relationships needed to maintain the framework over time. This would include such things as identifying roles for contributing and maintaining the framework, or funding and other incentives for partners to contribute to the framework.

Previous work to be considered includes the WSDOT LRS, the Puget Sound Regional Council pilot project findings, WADNR Forest Roads project, and work of the Washington Framework Management Group (FMG). Standards, guidelines, and vision for the framework concept in general and transportation framework specifically are available through the Federal Geographic Data Committee (FGDC). Finally, other states' efforts will also be reviewed and considered.

4. Approach

The approach to developing the framework is to start with an initial consensus of what the framework will consist of as defined by this charter. The next step will build on the understandings documented in the charter to further identify partners, their business needs, technology available, and a data model. A pilot project will then be undertaken for a limited geographic area (i.e. a few counties) and limited data contents (i.e. roads, railroads, bridges, and culverts) to show what it takes to do a framework and whether we can do a framework. Throughout, institutional arrangements necessary to facilitate the framework will be identified and implemented.

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A project team will be formed to be responsible for scope, objectives, and overall success of the pilot project. A technical team reporting to the project team may be formed to make recommendations to the project team.

The data model to be developed will be inclusive. That is, the model will be developed to meet the business needs that are identified to the greatest extent possible while avoiding analysis paralysis. If the pilot determines full scope data modeling is not practical, the scope may be limited to allow the project to move forward. Data population of the database during the pilot will be limited in geographic area and contents in order to test the data model and framework processes at a lower cost.

It is anticipated that development of the transportation framework will be an iterative process that will result in changes to this charter and to requirements as we learn.

5. Objectives

The project objectives identify the major things that need to be accomplished to implement the transportation framework. It is anticipated that these objectives will be refined as the project progresses and more is learned about business needs, the capabilities of existing technology, and the condition of existing data. These are summary objectives. See Appendix A for details.

5.1. Identify and recruit partners to develop, maintain, and distribute the transportation framework and framework data that meets a set of business and analytical needs defined by the partners and users.

5.2. Develop a transportation framework data model and standards based on business and analytical needs for the data, technology available to implement the model, and the ability to provide and maintain the data over time.

5.3. Define and implement institutional arrangements to facilitate data collection and maintenance partnerships, and to make the data accessible at the least cost with the least restrictions on use.

5.4. Implement interactive platform independent software, database, and processes to support integration of data received from data providers, maintenance of data by data stewards, and data accessibility by partners and the general public.

6. Scope

The project scope identifies the boundaries of the transportation framework development efforts. The scope defines elements of the transportation framework that will be considered for inclusion in the framework. Topics include contents, extent (geographic area), resolution (scale), datum (horizontal and vertical), metadata, linear referencing,

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feature attributes, institutional arrangements, data integration (within the transportation theme and between the transportation theme and other framework themes), data quality, technology, software, and tools. It is anticipated scope will be different for requirement definition, pilot, initial implementation, and future capabilities. See Appendix B for an initial scope definition. The scope will be revised as business needs are defined in the pilot.

7. Assumptions

7.1. Sufficient partners representing data providers and data users participate in the project.

7.2. Funding is available from partner organizations for a project manager, data modeling, and software development.

7.3. Key staff resources are available and can be scheduled to complete project tasks.

7.4. Agreement can be reached on a common data model.

7.5. Agreement can be reached on a common linear referencing system.

7.6. Technical capabilities are available to support business needs.

7.7. A phased approach will be utilized to develop the framework incrementally.

7.8. Existing infrastructure will be used to make transportation framework data accessible.

7.9. The transportation framework project and other framework projects will be coordinated.

8. Critical Success Factors

Critical success factors are those items that need to be addressed to increase the ability of the project to succeed in meeting the objectives. These factors were established by identifying possible problems and associated preventative actions. The list below is a summary. See Appendix C for the contingency chart used to develop the critical success factors.

8.1. Establish broad participation.

Identify and recruit partners who . . .

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- can identify a business case for investing in the transportation framework,
- represent a range of uses of the database,
- are needed to create full data coverage.

8.2. Establish standards which enhance the will and ability of partners to collect and maintain the data.

- Match the standard to the ability of the partners to collect and maintain the data.
- Identify a standard which allows data quality to improve over time.
- Identify funding incentives for partners to participate.

8.3. Provide the data needed to meet business and analytical needs.

Data must be . . .

- Accurate.
- Complete.
- Not too complicated to use.
- Described.
- Up-to-date.
- Relevant to business and analytical needs.

8.4. Define a data model that partners agree meets their needs.

- Identify business needs and functional requirements, and define the data needed to support them.
- Examine existing data models.
- Seek consensus agreement on the data model. Partners commit to achieving consensus.
- Provide frequent and on-going communication of progress and decisions to partner organizations.

8.5. Identify the right standards and processes.

- Identify standards and processes needed to meet business needs.
- Examine existing standards and processes.
- Identify standards and processes needed to facilitate integration of data from multiple sources.

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8.6. *Identify standards and processes that recognize the capabilities of existing technology to support the standards and processes.*

- Identify standards and processes that recognize the capabilities of existing technology to support the standards.
- Provide tools for data integration, data access, and metadata.

8.7. *Phase development.*

- Set the scope of phases to allow delivery of tangible products within a set time frame. For example, set the scope of the next phase to be the data model pilot prototype with completion by June 30, 2001. Expect on-going growth and improvement.

9. Key Deliverables

9.1. *Data Model.*

9.2. *Database.*

9.3. *Data access and distribution software and process.*

9.4. *Data integration standards, processes, and tools.*

9.5. *Partnership agreements.*

9.6. *Definition of roles.*

9.7. *Pilot project to populate the database - limited geographic area and limited data contents.*

9.8. *Plan for maintaining the transportation framework.*

9.9. *Project report. Include lessons learned and recommendations for future direction and follow-on phases.*

10. Outcomes and Measures

10.1. *Partners are successfully recruited to define, develop, and populate the transportation framework.*

- 10.1.1.Measure: Members are representative of transportation interests (both users and providers) from federal, state, local, and private entities.

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1 **10.2. Partners agree that the data model meets their needs.**

2 10.2.1.Measure: Consensus on the draft data model is established for the
3 pilot.

4 **10.3. Partners can get from the transportation framework data that meets**
5 **identified business needs.**

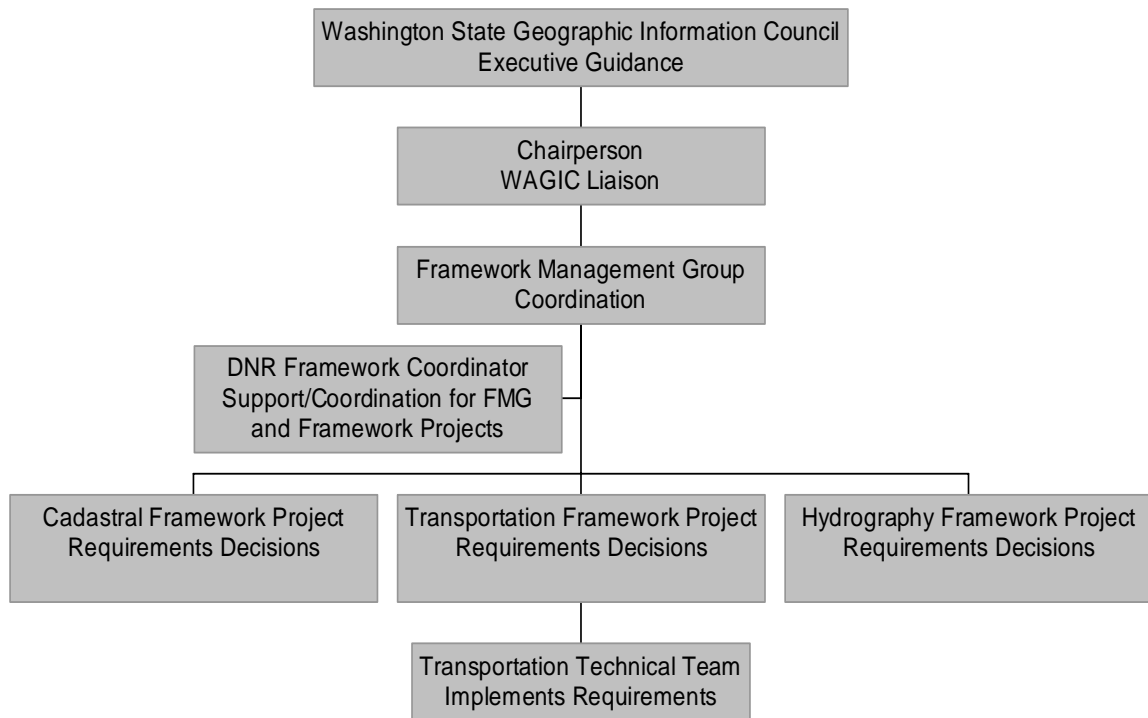
6 10.3.1.Measure: Partners agree data meets their business needs as
7 identified for the pilot.

8 10.3.2.Measure: Partners agree that data integration tools are
9 satisfactory.

10 **10.4. The transportation framework is available at the least cost with the**
11 **least restrictions.**

12 10.4.1.Measure: Partners agree on the cost and restrictions for accessing
13 transportation framework data.

11. Project Organization



2
3

12. Roles and Responsibilities

12.1. Washington State Geographic Information Council (WAGIC)

The WAGIC is recognized as the statewide body responsible for coordinating and facilitating the use and development of Washington State's geospatial information. WAGIC is an advisory body to the Framework Management Group (FMG) and supports the vision of the Washington Geospatial Data Framework. WAGIC serves as a resource for dispute resolution and/or deadlock decision making to the FMG.

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12.2. Framework Management Group (FMG)

The FMG is a consensus building body that provides overall direction to individual framework projects. The FMG determines framework priorities, identifies and facilitates resolution of common framework issues, and ensures coordination among the projects. Overall framework decisions and decisions that are out of individual project scope are made by the FMG. Widespread participation is solicited and encouraged from federal, state, local, private, tribal, and professional organizations.

12.3. Transportation Framework Project Manager

The Transportation Framework Project Manager is responsible to lead development of the transportation framework. This includes leadership of the project team, reporting of progress and milestones to the Framework Management Group, cross project coordination with other framework projects, successfully recruit project partners, arrange resources for the project, project planning and schedule tracking, and project budget and expenditure tracking. The project manager may appoint a technical team leader for that group.

12.4. Transportation Framework Project Team

The Transportation Framework Project Team is made up of representatives from the partner organizations. The project team is responsible for the project scope, objectives and overall success of the project. A technical team may be formed to develop the data model, standards, processes, tools, etc. Final decisions on technical team recommendations are made by the project team.

12.5. Transportation Framework Technical Team

The technical team functions as the working group for the project. The technical team consists of experts in data production, data use, data access methods, etc. The technical team provides decision options and recommendations to the project team. Final decisions are made by the project team.

12.6. Administrative Support

The Administrative Support person is responsible for: scheduling of project meetings; booking, setting up and taking down meeting rooms; communication with participants; preparing and distributing project documentation; taking and distributing meeting notes; maintaining contact lists; and, working closely with the Project Manager to support the success of the project.

13. Project Resources

Project Manager: Ron Cihon, Washington State Department of Transportation

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Project Team: See Appendix D for the current team member list. Membership is open. It is expected that membership will grow to meet the objectives of the project to involve those who develop, maintain, and distribute the Transportation Framework. Recruitment of Project Team members and partners will be an on-going process.

Technical Team: The need for a Technical Team(s) will be determined by the Project Team.

14. Funding

Seed funding has been identified in the amount of \$60,000. It is expected that additional funding may be available as specific needs are identified.

15. Decision Making Process

Decisions are made by consensus. Consensus is achieved when:

- Everyone has a chance to offer their ideas and opinions
- Everyone's ideas and opinions are considered
- Most are in support and no one actively opposes the decision
- Everyone will support the decision

If consensus is in doubt or a critical decision is being made, then a voting procedure will be used as follows:

- Four fingers raised = I will support it
- Three fingers raised = I will not oppose it
- Two fingers raised = I will not support it
- One finger raised = I cannot live with this. It conflicts with my organizational goals and/or personal values.

If anyone in the group raises one or two finger(s), the decision is stalled and discussion must continue until all votes indicate three or more fingers. In the case where a decision is deadlocked, the FMG has the option of presenting the issue to the WAGIC for resolution.

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Appendix A - Objectives

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Objective - Summary	Objective - Detail
Identify and recruit partners to develop, maintain, and distribute the transportation framework and framework data that meets a set of business and analytical needs defined by the partners.	Identify and recruit the partners that will use the transportation framework database and can provide funding for their needs.
	Identify and recruit partners needed to create full coverage of the state
	Identify sources of existing data and producers of data.
	Identify data/business needs of least common denominator of partners to get them to participate
	Identify common data needs for partners to participate.
	Develop the business case - may vary by organization (partner).
	Identify benefits.
	Identify incentives for partners to participate.
Develop a transportation framework data model based on business and analytical needs for the data, technology available to implement the model, and the ability to provide and maintain the data over time.	Identify data/business needs of least common denominator of partners to get them to participate. (R)
	Identify common data needs for partners to participate. (R)
	Identify business functions and data needed to support them.
	Set data standards which allow for analytical needs to be met.
	Identify and develop consistent, connected, compatible data organization scheme.
	Determine ground rules for data access and use.
	Identify the technology environment for data storage, data management, data access. (From CSF.)
	Develop the long term strategy for improving data over time.
Define and implement institutional arrangements to facilitate data maintenance partnerships, and to make the data accessible at the least cost with the least restrictions on use.	Develop, maintain, and distribute transportation data.
	Identify roles to develop, maintain, and distribute data and metadata.
	Identify funding to provide data at minimum cost.
	Identify incentives for partners to participate.
Implement interactive software to . . . - integrate data - maintain data (import/export tools?) - make data accessible	Make data available at the least cost with the least restrictions on use.
	Identify the technology environment for data storage, data management, data access. (From CSF.)

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**Transportation Framework
Project Charter
Appendix B - Scope Definition**

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		Pilot	Initial Implementation	Future Capability	Comments
1	Contents				
2	Roads	x			Do all to determine req. for full implementation.
3	Federal	x			
4	State	x			
5	City Streets/County Rds	x			
6	Private - Lg land owner	x			Needed for EMS.
7	Private - Lane, drive	x			Who does these?
8	Railroads	x			
9	Trails				
10	Waterways				
11	Transmission Lines				
12	Pipe Lines				
13	Other facility				
14	Bridges	x			
15	Culverts	x			
16					
17	Airports				
18	Seaports				
19	Mall				
20	Other nodes				
21	Transit Stations				
22	Transfer Points				
23					
24	Transit Routes	TBD			
25	Ferry Routes	TBD			
26	Freight Routes	TBD			
27	Other routes	TBD			
28					
29	Linework	x			
30	Feature Codes	x			
31	Attributes - imbedded	TBD			
32	Attributes - external	TBD			
33					

Pilot = Proof of Concept = Show whether we can do a framework. Show what it takes to do a framework.

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Appendix B - Scope Definition**

		Pilot	Initial Implementation	Future Capability	Comments
34	Linear Referencing	x			
35	Linear Datum				Data Model - Spatial
36					
37	Extent - Geographic Area				
38	Limited	x			A few counties for the pilot.
39	Statewide		maybe?		Statewide is long term goal.
40					
41	Time Sensitive				
42	Current Data				
43	Historical Data				
44	Roll Back/Roll Fwd				
45					
46	Existing	x			
47	Proposed			x	
48	Vacated			x	
49					
50	Resolution/Scale				
51	Fixed				No!
52	Multiple	x			
53					
54	1:500,000				
55	1:100,000				
56	1:24,000	x			Minimum is 1:24K.
57	Larger	x			Urban up to 1:1200?
58	Smaller				
59					
60	Horizontal Datum				
61	State Plane Coord.	x			
62	Latitude/Longitude	x			
63	Other	x			
64					
65	Vertical Datum				
66	Identify Standard	x			
67					

Pilot = Proof of Concept = Show whether we can do a framework. Show what it takes to do a framework.

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Appendix B - Scope Definition**

		Pilot	Initial Implementation	Future Capability	Comments
68	Metadata				
69	Standards Defined	x			
70	Required		x		
71					
72	Feature Attributes				
73	Limited to Key	?			Determine in the pilot.
74	Imbedded in spatial file.	?			Determine in the pilot.
75					
76	Data Development				
77	Centralized				
78	Distributed	x			
79					
80	Based on Political Boundary				
81	By feature owner	x	Determine in Pilot		
82					
83	Data Maintenance & Update				
84	Centralized				
85	Distributed	x			
86					
87	Based on Political Boundary				
88	By feature owner	x			
89					
90	Data Model				
91	Vector	x			Lines, points, routes
92	Raster			x	
93					
94	Data Distribution				
95	Access - Open		x		
96	Access - Limited	x			Limit to partners for the pilot.
97					
98	Cost - Free	TBD			Goal: Least cost.
99	Cost - Recovered	TBD			Goal: Least cost.
100					

Pilot = Proof of Concept = Show whether we can do a framework. Show what it takes to do a framework.

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Appendix B - Scope Definition**

		Pilot	Initial Implementation	Future Capability	Comments
101	Format - Open	TBD			
102	Format - Proprietary	TBD			
103					
104	Data Integration - Spatial				Between modes e.g. intermodal connectors.
105	Within Trans Theme				
106	Allow gaps/overlaps				(and other data quality issues.)
107	Resolve ambiguities	x			Happens between jurisdictions. e.g. at county
108	Dev. methods to eliminate	x			boundary or county/state intersection.
109					
110	Between Themes				
111	Allow gaps/overlaps	x			Determine magnitude of the problem.
112	Resolve ambiguities	x			Determine magnitude of the problem.
113					
114	Data Quality				
115	Certify Data Producers		x		
116	Test Data Quality			?	Compare to ortho photo?
117	Dev. criteria for data quality	x			
118					
119	Software and Tools				
120	Identified	x			
121	Developed	x			Prototype.
122					
123	Data Integration	x			
124	Data Access	x			
125	Data Quality Testing	?			Identify needs.

1

Pilot = Proof of Concept = Show whether we can do a framework. Show what it takes to do a framework.

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Project Charter
Appendix C - Contingency Plan**

1

Possible Problems	Preventative Actions
Fail to have broad participation - fail to identify and recruit partners.	Identify and recruit partners needed to create full coverage of the state. Identify and recruit partners who represent a range of uses of the db. Identify benefits/business case to potential partners to encourage their participation.
Fail to have broad participation - partners are missing.	Identify and recruit partners needed to create full coverage of the state. Identify and recruit partners who represent a range of uses of the db. Partner reps commit to participate in activities or arrange substitutes.
Fail to have broad participation - Wrong reps - can't speak for the org.	Document organizational commitment - leads to responsible reps.
Partners are not committed - lack the will and/or ability to collect and maintain data that meets the standard.	Identify a standard which matches the ability of the partners to collect and maintain the data. Identify a standard which allows for data quality to improve over time. Identify a standard which allows for data of varying quality and resolution to be mixed in the db. Identify incentives (funding) for partners to participate.
Don't provide the needed data . . . inaccurate data.	Provide metadata which indicates the quality of the data. Develop criteria for data quality within the transportation db and with other framework db's. Develop the long term strategy for improving the data over time. Identify roles to develop, maintain, and distribute the data.
Don't provide the needed data . . . incomplete data.	Identify a model which allows for incomplete data - i.e. it works for the data that it contains. Identify a model which allows for multiple partners to contribute and maintain the data they are responsible for.
Don't provide the needed data . . . data is too complicated.	Test the data model with data providers to ensure they have the ability to provide data which meets the model; with the data integration process to ensure that integration tools can be developed; and with data users to ensure that it provides useful data.
Don't provide the needed data . . . data is not described.	Provide metadata which indicates the contents of the data.

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Appendix C - Contingency Plan**

Possible Problems	Preventative Actions
Don't provide the needed data . . . data is out-of-date.	Provide metadata which will indicate the currentness of the data. Establish update cycle and schedules which meet the needs of data users and the abilities of the data providers.
Don't provide the needed data . . . data is not relevant to the business need.	Develop the data model based on business need. Develop the data model to allow analytical needs to be met.
Data doesn't meet the needs (useful) of users e.g. map scale doesn't meet the needs of local agencies.	Develop a data model which allows for multiple resolutions of data representing the best available data. Develop the long term strategy for improving the data over time.
Don't achieve agreement on a model which meets business needs.	Identify data/business needs of least common denominator of partners to get them to participate. Identify business functions and data needed to support them. Identify and develop consistent, connected, compatible data organization scheme. Seek consensus agreement on data model. Partners commit to work toward consensus. Provide on-going communication of progress and decisions to partner organizations to avoid surprises.
Don't have the right standards.	Identify standards which meet business needs. Identify ground rules for data access and use.
Technology is not available to implement the model.	Identify standards which recognize the capabilities of existing technology to support the standards. Provide tools for data integration.
Take too long to deliver. (Deliver a product within a biennium. Expect on-going growth and improvement.	Identify phases of development which deliver tangible products within time constraints of budget process. Identify phases of development which deliver tangible products within constraints of budget process and ability of partners to provide data and products. Identify the time frame for achieving success. e.g. "in 2 years, recruit x partners."

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Appendix D - Project Members**

1

Behee	Roland	Community Transit
Cihon	Ron	WSDOT/CGIS, Project Manager
Cioc	Greg	PSRC
Clark	Jay	PSRC
Curtis	Terry	DNR/Photogrammetry Supervisor
Dickson	Daniel	CRAB
Fairbanks	Ed	Snohomish County
Gerst	Andy	Washington State Parks
Haney	David	BLM
Holm	Jeff	DIS/WAGIC
Jobe	Nadine	WSDOT/TDO
Kennedy	Gordon	WSDOT/GIS DBA
Kinney	Andrew	Thurston County
Lanzer	Elizabeth	WSDOT/EAO
Naslund	Deborah	DNR/Roads DB Steward
Oman	Leni	WSDOT/EAO (Inactive)
Perry	Ralph	DNR/Engineering
Read	David	Thurston Regional Planning Council
Rein	Heather	County Road Administration Board
Rideout	Dave	Spokane County
Schlenker	Wes	Longview Fibre
Spencer	George	WSDOT/CGIS
Thorley	Gene	USGS/NMD
Tudor	Greg	DNR/Forest Roads Project Manager/ Cadastral Framework Project Manager
Von Esson	Ian	Spokane County
Wolfe	Carrie	DNR/Framework Coordinator

2